

VZCZCXRO4903
PP RUEHDE RUEHDIR
DE RUEHAD #0382/01 0861130
ZNR UUUUU ZZH
P 261130Z MAR 08
FM AMEMBASSY ABU DHABI
TO RUEHC/SECSTATE WASHDC PRIORITY 0628
INFO RUEHZM/GULF COOPERATION COUNCIL COLLECTIVE
RUCNDT/USMISSION USUN NEW YORK 0178
RUEHUNV/USMISSION UNVIE VIENNA 0062
RUEHLM/AMEMBASSY COLOMBO 0164
RUEHNE/AMEMBASSY NEW DELHI 1390
RUEHIL/AMEMBASSY ISLAMABAD 1666
RUEHKA/AMEMBASSY DHAKA 0326
RUEHML/AMEMBASSY MANILA 0688
RUEHJA/AMEMBASSY JAKARTA 0120
RUEHKH/AMEMBASSY KHARTOUM 0050
RUEHNC/AMEMBASSY NOUAKCHOTT 0070
RUEHMO/AMEMBASSY MOSCOW 0449
RUEHKT/AMEMBASSY KATHMANDU 0058
RUEHBJ/AMEMBASSY BEIJING 0247
RHMFIUU/DEPT OF JUSTICE WASHINGTON DC
RHMFIUU/DEPT OF HOMELAND SECURITY WASHINGTON DC
RUEHC/DEPT OF LABOR WASHINGTON DC
RUEATRS/DEPT OF TREASURY WASHINGTON DC

UNCLAS SECTION 01 OF 16 ABU DHABI 000382

SIPDIS

SENSITIVE
SIPDIS

DEPARTMENT FOR NEA/ARP AND G/TIP/GAYATRI PATEL
ALSO FOR G, INL, DRL, PRM, L/DL, AND NEA/RA

E.O. 12958: N/A

TAGS: [PREL](#) [PHUM](#) [PREF](#) [KCRM](#) [KWMN](#) [ASEC](#) [ELAB](#) [SMIG](#) [AE](#)
SUBJECT: TIP REPORT FOR UAE MARCH 2008

REFS: A) ABU DHABI 377 (GARGASH ON CITY OF HOPE)
B) DUBAI 0092 (DISCORD AMONG DUBAI SHELTERS)
C) ABU DHABI 173 (GARGASH UPDATE)
D) ABU DHABI 135 (OPENING SHELTERS IN ABU DHABI)
E) STATE 9008 (UN.GIFT CONFERENCE FUNDED BY ABU DHABI)
F) STATE 2731 (TIP REPORT GUIDANCE)
G) 07 ABU DHABI 1891 (INTERIM TIP ASSESSMENT)
H) 07 ABU DHABI 1883 (MIN OF JUSTICE TRAINING REQUEST)
I) 07 DUBAI 629 (DUBAI SHELTER'S PATCHY START)
J) 07 ABU DHABI 1820 (UAE TIP REPORT AND TRAINING)
K) 07 DUBAI 581 (G/TIP WITH PHILIPPINE CONSULATE)
L) 07 ABU DHABI 1687 (G/TIP AMB LAGON VISIT)
M) 07 DUBAI 570 (VISIT VISAS)
N) 07 ABU DHABI 1568 (UNICEF ON JOCKEY REPATRIATION)
O) 07 ABU DHABI 1542 (ACTION PLAN WITH MFA)
P) 07 ABU DHABI 1539 (ACTIVIST VOICES)
Q) 07 ABU DHABI 1511 (MOL VIEWS)
R) 07 ABU DHABI 1272 (TIP UPDATE WITH GARGASH)
S) 07 DUBAI 411 (NATIONAL TIP COMMITTEE)
T) 07 ABU DHABI 599 (UAE PRESIDENT ON LABOR FORCE)
U) 07 ABU DHABI 368 (UAE TIP REPORT MARCH 2007)

¶1. (SBU) Summary: The United Arab Emirates is home to a broad array of communities, including those vulnerable to exploitive human traffickers. The population is comprised of over 80 percent foreigners, many of whom provide unskilled or minimally skilled labor to a fast-growing economy. In this multi-strata society, the TIP phenomenon clearly persists. UAEG efforts to come to terms with the problem are also significant. Implementation of the UAE's anti-TIP law is ongoing, boosted by the formation of an active National Committee to Combat Human Trafficking in 2007; while quantitative measures of progress will take time to assemble, qualitative improvement in the UAEG approach is indisputable. In addition to reporting throughout the year (reftels), Post offers the following observations in response to ref E questions. End summary.

¶2. (SBU) Responses below are keyed to Ref E "Checklist" in paragraphs 27 through 30.

-- 27A. The United Arab Emirates was a country of destination for a large work force, particularly from South and Southeast Asia, including both men and women. Precise numbers of trafficked men and women are impossible to ascertain, yet the magnitude of the transient labor force suggests widespread potential for exploitation and abuse.

There is no evidence that the UAE is a source country for trafficking victims, although victims likely transit the UAE. The UAEG is not able to catalogue all trafficking cases and has not produced specific estimates of the problem, although the UAEG is actively pursuing improvements both in terms of data collection and in focusing resources in immigration, law enforcement and the judicial system to better identify potential trafficking victims. Those most at risk of trafficking in the UAE are on the lower end of the wage scale who have little recourse when an employer or person of authority withholds wages, presses them into excessive working hours or unhygienic living conditions, or exerts other coercive influences.

Many potential victims were either unskilled laborers or domestic workers, including some drawn into the commercial sex industry. While the total number of foreign construction workers in the UAE exceeds 500,000 and domestic workers 200,000 (according to various source country embassies), the actual number of trafficking victims among them is unknown. Construction workers, particularly from India and Pakistan, often arrive in a state of debt bondage having voluntarily paid as much as USD 2,700 (10,000 dirham) to an agent in the source country to arrange an employment contract. These workers might receive a salary of between USD 135 to USD 200 (500 to 750 dirham) per month, while interest continues to accrue on their debt.

ABU DHABI 00000382 002 OF 016

Trapped in these conditions for 2 to 3 years (on average), bonded labor victims could easily number in the tens of thousands according to a prominent U.S. NGO. Like construction labor, domestic workers generally came to the UAE voluntarily, but often had their passports withheld upon entry, or came with the understanding that they would work in a more-skilled profession instead of the one available to them upon arrival. There were reports that women -- primarily from Sri Lanka and the Philippines -- were lured to the UAE to work as domestic workers but were later sent to work in other countries, including Oman. Women trafficked to work in the commercial sex industry came from a myriad of countries spanning from Eastern Europe to Africa to East Asia. There is no reliable data on the number of women involved in the sex industry; rough estimates go as high as 10,000. Similarly, there is no reliable information as to how many of those involved were trafficking victims.

-- 27B. The UAEG has made qualitative strides in its anti-TIP efforts in 2007, expanding awareness of the problem and working actively to combat it. Nonetheless, the complex phenomenon persists in an international environment in which economic incentive continues to draw vulnerable workers into opportunities abroad.

The UAE economy is heavily dependent on foreign labor. Over 80 percent of the total UAE population, and roughly 98 percent of the private sector workforce, is expatriate. The majority of unskilled workers are from poor source countries and came to the UAE for economic opportunity. Some became trafficking victims after their arrival in the UAE. Female victims, for example, from South and Southeast Asia (particularly India, Sri Lanka, Bangladesh, Indonesia, and the Philippines), may have been brought as domestic laborers and later trafficked into other work; men from India, Sri Lanka, and Pakistan who came to the UAE to work as laborers, primarily in the construction sector (but also in agriculture), may face similar challenges. Labor conditions in the UAE can be harsh for unskilled workers in any circumstance, but more particularly when enduring excessive work hours, nonpayment of wages, verbal, mental, physical, or sexual abuse, or restriction of movement. One cannot know how many incidents of such treatment occur, although all are reported anecdotally from time to time. Trafficking victims most often arrive in the country voluntarily, having entered into employment contracts in their home country with an agent who is usually of the same nationality as the victim. (Regarding freedom of movement, many

employers hold the passports of their workers, in spite of the practice having been outlawed in 2003. The UAEG organized public relations campaigns to inform both workers and employers that the practice is illegal. There were numerous instances, widely reported by the media, in which UAE courts and embassies or consulates successfully intervened to compel an employer to return a passport to an employee. Nonetheless, the practice remains widespread.)

Transient workers are also susceptible to contract switching. Domestic workers were sometimes made employment offers to work as a secretary or in another office job and travel to the UAE on a visit

SIPDIS

visa with the promise that the contract would be signed in the UAE, but upon arrival the worker was informed that he/she would be working as a domestic worker or in the hotel or restaurant sector. There were further reports from source country embassies that some domestic workers who ran away from abusive employers and sought assistance from the recruitment agencies that brought them to the UAE were coerced into transferring their contracts and were sent to work in other countries (e.g. Oman).

Employees who sought assistance from their respective diplomatic missions were reportedly almost always able to resolve their complaints to the employees' satisfaction. Source country labor attaches report good relations with Ministry of Interior (MoI) and immigration officials, and state that although domestic workers are not covered under the labor law, MoI officials routinely offer similar dispute resolution processes and protections as the labor law provides, but on an informal basis. In March 2007, the UAEG

ABU DHABI 00000382 003 OF 016

announced a standardized work contract for all domestic workers that took effect on April 1, 2007. The new standard contract stipulates benefits but not wages, and formalizes a dispute resolution process through each emirate's Naturalization and Residency Department. It is unclear whether the UAEG has enough labor inspectors to sufficiently monitor compliance, although the Ministries of Interior and Labor have expended considerable effort to prevent and resolve these problems. MoI took action against hundreds of employers who abused or failed to pay their domestic employees. According to current regulations, MoI officials can ban an employer from further sponsorship of domestic employees after receiving four reports of abuse.

Police officials, particularly in Dubai, assisted trafficking victims once they identified themselves as such. However, victims were often reluctant to approach police due to their illegal status and the risk of losing their jobs and being arrested and deported. Source country officials have stated that the Ministries of Labor and Interior, and the Immigration Departments of both Abu Dhabi and Dubai, significantly increased their efforts at addressing the labor complaints of domestic workers. Additionally, the numbers of UAE officials trained to recognize signs of coercion and potential trafficking increased.

Construction workers, the largest single work force in the UAE, often worked under the harshest conditions. The media regularly reported on strikes by construction workers protesting adverse working conditions and unpaid salaries. There were several strikes involving more than 1,000 workers; the striking workers claimed they had not been paid for periods up to six months. (Unpaid construction workers in the UAE often continue working without pay, fearing that if they protest they may have no chance to recover wages owed to them. With their room and board provided by their employer, the amount of time that they are willing/able to keep working without pay is much longer than would be the case in a typical work situation, where the salary would be needed to cover the expenses of daily life.) The Ministry of Labor resolved these disputes quickly when they became known. Legally employed construction workers are covered by the existing UAE labor law, with a clear mediation procedure. The UAEG also offered an extensive amnesty program in 2007 for those in irregular status to legalize their visas or return to their home countries. A reported 341,958 persons took advantage of the amnesty program.

-- 27C. Both federal ministries and local emirate departments are

involved in anti-trafficking efforts. On the federal level, the Ministries of Interior, Foreign Affairs, Justice, Health, and Labor are involved actively. On the local level, police and immigration departments, public prosecutors, and social services departments are also involved. Police and other government officials have worked more closely with members of the media to increase public awareness.

The 2006 anti-trafficking legislation created a new anti-trafficking committee, led by then Minister of State for Federal National Council Affairs (who was recently made Minister of State for Foreign Affairs but presumably retains the TIP portfolio). That committee has been active since its April 2007 formation in drawing together involved agencies to coordinate UAEG efforts. Article 12 of Federal Law #51 stipulates participation on the committee by the Ministries of Foreign Affairs, Interior, Justice, Labor, Social Affairs, and Health, along with State Security and the UAE Red Crescent Society. Other participants can be added by Cabinet decision.

-- 27D. The UAE has both structural and cultural impediments to combating trafficking, but corruption does not seem to be a significant contributing problem. Complex issues such as TIP tax the human resources of the UAEG, which lacks institutional depth due to the country's young age and small national population. Training at all levels of the law enforcement community, for example, is time consuming when nuanced and complex offences like TIP are involved. Additionally, a loose federal structure and requirement for consensus

ABU DHABI 00000382 004 OF 016

often prevent quick action on matters with any level of controversy, such as TIP. For example, the federal Ministry of Interior oversees the Police General Directorates in each of the seven emirates; however, each emirate maintains its own police force and supervises the police stations in that emirate. While all emirate police forces theoretically are branches of the MoI, in practice they operate with considerable autonomy, particularly in Dubai. Civil courts are generally part of the federal system and accountable to the Federal Supreme Court, with the notable exceptions of Dubai, Abu Dhabi and Ras Al Khaimah emirates, which have independent judiciaries. Reaching all government entities uniformly with cohesive and comprehensive training programs is challenging for the UAEG.

Some cultural characteristics also hamper the Government's ability to address TIP. For example, as a conservative Muslim country, public discussion of sex is culturally taboo, which makes it difficult to address sex trafficking. Similarly, due to a cultural emphasis on privacy regarding matters of the home, people rarely discuss abuse of trafficked domestic servants publicly. Financial resources and technology are not generally limiting factors, although human resource constraints are apparent. UAE immigration officials routinely track foreigners who try to enter the country illegally, for example, using iris recognition biometric technology (the database contains approximately four million iris scan results).

By its nature, trafficking in persons involves persons and activities outside (as well as inside) the UAE and aspects of the phenomenon are not under UAE control. The UAEG therefore frequently stresses the need to enhance international cooperation.

-- 27E. The National Committee to Combat Human Trafficking and its constituent government agencies systematically and regularly address UAEG anti-TIP efforts, coordinating government responses and training to enhance UAEG capacity and improve data collection. Committee meetings get prominent local press coverage (in Arabic and English dailies). The Committee actively pursues international cooperation and has prepared brochures in English to highlight UAEG efforts to address the TIP phenomenon. The Committee has stated its desire to assemble reliable data on the extent of the problem, yet has to date not issued such quantitative data.

The UAEG devoted significant energy, time and resources to sensitizing law enforcement, immigration, and judicial officials to the subject of trafficking in persons, as well as pursuing practical training to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year. One such training program in February 2008 involved three U.S.

experts (from the Department of Justice, FBI, and ICE) sharing case studies with UAE judges and prosecutors. The program, Principles of Investigating and Prosecuting Human Trafficking Crimes, successfully deepened the TIP expertise of judicial participants.

The Dubai Naturalization and Residency Department regularly offered training for arrival and departure inspectors in identifying fraudulent documents, often used by trafficking victims. The UAEG also supplied ports of entry and source country embassies and consulates with brochures in an attempt to warn off potential trafficking victims, as well as to inform victims where to receive assistance. The UAEG senior leadership continues to ask the USG for training information and opportunities that would further their efforts to combat trafficking in persons, and help law enforcement officials, prosecutors and judges to better identify, investigate and prosecute trafficking in persons cases.

Over the reporting period, senior leaders voiced their strong political will to combat trafficking in persons, notably through a USD 15 million donation by the Crown Prince of Abu Dhabi that enabled a UN.GIFT conference on anti-TIP efforts in Vienna in February 2008. The UAEG's TIP committee actively coordinated multi-agency efforts.

ABU DHABI 00000382 005 OF 016

There was no evidence that corruption of public officials was a systemic problem. There were no verifiable reports of government officials being linked to TIP activity during the reporting period.

Paragraph 28 -- Investigation and Prosecution

-- 28A. On November 9, 2006, the UAEG enacted a comprehensive anti-trafficking law intended to cover the entire range of trafficking issues. The first case to be prosecuted under this law involved an Indian couple transiting from India to Paris, via Dubai, accompanied by two unrelated Indian boys who held forged passports. On March 1, 2007, the Dubai Attorney General accepted the case for prosecution. Prior to this law, Justice Ministry officials advised that traffickers were prosecuted under specific penal laws such as kidnapping, rape, sexual abuse and sexual exploitation.

The 2006 law, Federal Law #51 on Combating Human Trafficking Crimes, defines Human Trafficking as "recruiting, transporting transferring, harboring, or receiving persons by means of threat or use of force, or other forms of coercion, abduction, fraud, deception, abuse of power or of position, taking advantage of the vulnerability of the person, or, the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. Exploitation includes all forms of sexual exploitation, engaging others in prostitution, servitude, forced labor, enslavement, quasi-slavery practices, or detachment of organs." The law penalizes transnational crimes.

The UAE sees its anti-trafficking legislation as the first of its kind in the Arab world, defining trafficking as an element of organized crime and setting forth mechanisms to combat explicit servitude, sexual exploitation, forced labor and the involuntary trade in human organs.

Complementing the intent of the new UAE law, Indian authorities began on September 1, 2007, to restrict Indian women under 30 years old who have not graduated high school from working in the UAE to protect them from exploitation. Also, employment contracts were required to be concluded directly between employer and employee, to the exclusion of recruiting agents, to decrease chances for exploitation. Contract review by labor attaches of the worker's embassy or consulate also proved effective. Furthermore it was announced that pre-paid mobile phone cards must be provided to every female domestic worker to facilitate contact with authorities if necessary. On January 24, 2008, the Dubai Police Criminal Investigation Department (CID) director stated that individuals who facilitate visas for women as housemaids and then provide those women to traffickers would be accused of accomplice to trafficking, regardless of intent.

In May 2007, the UAEG ratified the United Nations Convention Against Transnational Organized Crime, which includes provisions for

international cooperation in anti-human trafficking efforts. On March 9, 2008, the UAE Cabinet signaled UAE ratification (likely requiring Federal Supreme Council approval) of the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially women and children.

-- 28B. Trafficking for prostitution carries a five-year minimum sentence. A life sentence can be imposed if the victim is a female, a child, mentally impaired, or if the perpetrator is a spouse, parent, or guardian of the victim. Life sentences can also be imposed if the perpetrator is a public servant or member of an organized criminal group; if the act was committed through the use or threat of force, violence, death, or physical or psychological torture; or if the crime was committed by an armed person.

Less complex sexual exploitation cases are punishable by a maximum of one year with a fine or a minimum of two years if the victim is under the age of 18 or if the victim was coerced into prostitution. If

ABU DHABI 00000382 006 OF 016

force, threat, or fraud was used, or if the victim is a minor, the maximum sentence is 10 years. Convicted expatriates are frequently deported once their sentence is complete.

-- 28C. Labor exploitation is a primary concern of the 2006 anti-TIP law, which stipulates "not less than five years" penalty for human trafficking crimes (Article 2). Life imprisonment is imposed in certain circumstances (as noted in 28B above). Persons aware of TIP crimes who fail to report them are penalized for "not less than one and not more than five years" and/or face a fine of "not less than 5,000 dirham and not more than 20,000 dirham" (Article 3). Those prompting others to give false testimony face "not less than five years" (Article 4). Corporate entities violating the law are to be "punished by a fine of not less than 100,000 dirham, and not more than one million dirham," in addition to a possible court order of "temporary dissolution, or total closure" of the company or one of its branches (Article 7).

There are no laws that explicitly criminalize labor practices such as contract switching or seizing a laborer's passport. However, anti-trafficking legislation is sufficiently broad to cover labor recruiters in source and destination countries. The UAE Labor Law criminalizes use of fraudulent documents in labor recruitment. The maximum penalty is six months and/or a maximum fine of USD 6,800 (25,000 dirham). In October 2007, the Ministry of Labor announced that laborers' salaries should be paid through an Electronic Wage Payment System; in an effort to eradicate non-payment of salaries, cash payments were not permitted after January 2008. The UAEG uses such mechanisms (enabling them with regulation and technical support) to lessen the opportunity for exploitation. Compliance is improving but not uniform. The UAEG cracked down on companies violating rest break rules (which mandate rests for outside workers during the hottest parts of the day in summer months), actively inspecting conditions and pursuing violators.

-- 28D. Rape sentencing ranges from two years to capital punishment, with possible lashing as another penalty. Death is imposed for rape that leads to the victim's death. Penalties for sex trafficking range from a minimum of five years to life.

-- 28E. Prostitution is criminalized by law. The penalty for prostitution is temporary imprisonment and deportation if a foreign national. Brothel operators or owners are imprisoned temporarily and face brothel closure. Pimps and clients can be sentenced to a maximum of five years. The law has been partially applied. Local police raided and closed some parlors which were affiliated with prostitution. For example, in December 2007, Dubai police raided 22 villas and flats and arrested 247 suspects (170 sex workers, 12 pimps and 65 clients). Business licenses have been permanently cancelled in some cases.

-- 28F. Dubai Police registered 10 trafficking related cases between January and August 2007. Five cases pertain to instigating prostitution, two to threatening children's lives, and three regard other trafficking issues. At least five individuals were convicted of trafficking in 2007. More cases have been prosecuted since the

2007 data, as noted below.

While not comprehensive, the following are individual reports of prosecutions pursued during the reporting period.

In February and March 2007, two separate travel document fraud rings were uncovered. The perpetrators were referred to trial.

In July 2007, a Dubai court sentenced two individuals to 15 years for forcing a woman into prostitution. This was the first implementation of Federal Law # 51 of 2006. Their sentence was reduced to seven years in September 2007 following an appeal by the Public Prosecutor's Office for leniency. Their driver was sentenced to three years for aiding and abetting. As is common in such cases, the

ABU DHABI 00000382 007 OF 016

three will be deported following completion of their sentences.

On September 12, 2007, the Dubai Court of First Instance sentenced two Indians to 15 years for sexually exploiting an Indonesian woman by forcing her into prostitution and selling her. On September 23, 2007, two Bangladeshis were charged with attempted trafficking of two housemaids by forcing them into prostitution. The perpetrators attempted to sell the housemaids for USD 2,450 to a police informant posing as a buyer. On October 17, 2007, the Dubai Court of Appeals sentenced a male suspect to three years for forcing a woman into prostitution and attempting to sell her for USD 1,170.

On October 23, 2007, the Dubai Attorney General referred a sex trafficking case to the Dubai Court of First Instance. The Public Prosecution charged two suspects with trafficking, illegal detention, operating a brothel, and forcing two females into prostitution. The perpetrators beat the victims and forced them to have sex with customers, keeping the money for themselves. Finally, the perpetrators attempted to sell the victims for USD 2,700 (10,000 dirham).

On November 23, 2007, the Dubai Public Prosecutor accused a Bangladeshi of bringing a 17-year-old girl to the UAE and forcing her into prostitution. The girl testified that she entered the UAE on a visit visa that the perpetrator, whom she knew, sent to her. On December 1, 2007, a joint State Security and CID operation uncovered a massive prostitution ring involving 22 brothels in various residences. A total of 247 individuals comprised of 170 South and East Asian prostitutes, 12 pimps, and 65 customers were arrested. On December 13, 2007, the Dubai Court of First Instance sentenced an Indian woman to three years for forcing her housemaid into prostitution, beating her for refusing, and working as a prostitute herself.

On December 17, 2007, the Dubai Court of First Instance sentenced an Indian man to five years for attempted trafficking. The man attempted to sell a destitute Indonesian housemaid to a police informant for USD 1,220 and to force her into prostitution. On January 14, 2008, the Dubai Court of First Instance sentenced two Indian men to 10 years for attempting to force two women into prostitution and sell them to a police informant for USD 2,450. The women were housemaids who had escaped from their employers. The men assaulted the victims when they refused to engage in prostitution. On January 17, 2008, the Dubai Court of First Instance sentenced a Bangladeshi man to 10 years and a Bangladeshi woman to one year for forcing an Indian woman into prostitution. As with other similar cases, the foreign perpetrators will be deported after serving their sentences.

On February 6, 2008, two Bangladeshi men were referred to court by the Public Prosecutor for sexually exploiting an Indonesian housemaid and attempting to sell her to an undercover police agent for USD 2,700 (10,000 dirham).

On February 6, 2008, police arrested four Asian gang members who attempted to sell a woman into prostitution for USD 2,900. The four confessed to have trafficked the woman into the UAE on a visit visa to sell her into prostitution and to running brothels. They were referred to the Public Prosecutor's Office on trafficking charges; one was charged with aiding and abetting. On February 18, 2008, the

Dubai Court of First Instance sentenced an Indian driver to three years and subsequent deportation for attempting to coerce a destitute housemaid into prostitution.

On February 26, 2008, the Dubai Court of First Instance sentenced an Iranian businessman to two years for operating a brothel. Seven Kazakh and Russian prostitutes were sentenced to six months. The court also sentenced a Kazakh woman to nine months for assisting the Iranian businessman. The Iranian businessman trafficked the women to Dubai on visit visas, promising them restaurant jobs but then asking

ABU DHABI 00000382 008 OF 016

them to be prostitutes for three months to cover the cost of visas and airfare.

On March 9, 2008, Dubai public prosecutors charged a Ukrainian woman with violating Federal Law #51 for trying to sell a penniless Moldovan woman (who came to Dubai to help treat her daughter's asthma) to a police informant for USD 7,600 (28,000 dirham).

-- 28G. The UAEG has worked to sensitize law enforcement and immigration officials to trafficking and has provided practical training to protect victims and prevent future incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have conducted anti-TIP training. The Dubai Naturalization and Residency Department trained immigration inspectors to identify fraudulent documents used by traffickers and victims. The UAEG supplied ports of entry and source country embassies and consulates with brochures to warn potential victims about the dangers of trafficking and to inform them about obtaining assistance.

The Ministry of Justice Institute of Judicial Training and Studies holds mandatory classes for prosecutors and judges on proper victim assistance. The Institute also conducts mandatory classes on the following: human rights; sexual offenses; offenses against life; immigration offenses; juvenile protection and delinquency; labor violations and offenses.

Senior UAEG ministers have repeatedly requested USG training, information, and opportunities that would enhance their efforts to combat trafficking and help law enforcement officials, prosecutors, and judges to better identify, investigate, and prosecute trafficking cases.

On September 2 and 3, 2007, the Ministry of Interior and National Committee to Combat Human Trafficking organized a trafficking training seminar at the Abu Dhabi Police Department of Criminal Evidence to raise trafficking awareness and develop methods to eradicate it. Participants included the Department of Naturalization and Residency, CID, police officers, and public prosecutors.

On September 25, 2007, the UAE Police Academy held training entitled "Islamic Sharia Position Towards Trafficking in Persons." The Head of Sharia Studies at the Police Academy spoke of the importance of women in Islam and encouraged the audience to combat trafficking.

On December 10, 2007, the UAE National Committee to Combat Human Trafficking co-hosted a workshop with the Johns Hopkins University on GCC legislation on trafficking. The workshop, held in Dubai, compared legislation in GCC countries and discussed joint methods to eradicate trafficking.

In January 2008, the Ministry of Interior held a lecture on the security risks of trafficking and conducted five days of training on related human rights and law enforcement issues.

On February 24, 2008, the Ministry of Justice began a four-day anti-TIP judicial workshop in the emirates of Abu Dhabi and Sharjah. Numerous judges, prosecutors, and legal experts attended the workshop, entitled "Principles of Investigation and Prosecution of Human Trafficking Crimes." The USG provided three experts (from FBI, ICE, and DoJ) to share case studies. At the session, the Minister of Justice announced that the UAE would ratify the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children, supplementing the UN Convention Against Transnational Organized Crime, which the UAEG had signed earlier.

-- 28H. UAEG officials stated, and several source country embassies and consulates confirmed, that they cooperate with other governments on investigations, provide care for and repatriate victims, and together seek to prevent future incidents. Law enforcement officials reported that they cooperate with NGOs on trafficking issues. (NGO

ABU DHABI 00000382 009 OF 016

coordination is addressed later in this report.) Ministry of Interior officials indicated a desire for increased cooperation with source country governments in the area of information exchange on organized crime and trafficking. Statistics on international investigations were not yet available.

In 2006, the UAE issued law #39 pertaining to international cooperation in judicial matters, which complements anti-TIP efforts by facilitating extradition and mutual legal assistance. The UAEG has mutual legal assistance treaties (MLATs) with a number of countries (not including the U.S.). In some cases, mutual legal assistance was exchanged with countries with which the UAEG did not have an MLAT.

-- 28I. The UAEG has extradition treaties with India, Sri Lanka, Armenia, Canada (for drugs and money laundering charges), Saudi Arabia, Tunisia, Algeria, Morocco, Syria, Somalia, Jordan, Sudan, and Egypt. A number of other treaties are in the negotiation or approval processes. The UAE has at times agreed to extradite individuals to and from countries with which the UAEG does not have extradition treaties but has not always ultimately completed the extradition. UAEG extradition of a UAE citizen to another country is contrary to UAE law.

A March 2008 report by the National Committee to Combat Human Trafficking states that the UAE issued four international circulars naming TIP criminals and extradited three convicted persons during 2007.

-- 28J. Although there were no verified reports that government officials were involved in trafficking, UAE officials may have at times turned a blind-eye to the problem. Police act against prostitution when incontrovertible evidence exists and yet often take no action if a sexual encounter could be other than commercial in nature.

NGO officials and human rights observers sometimes questioned the sincerity of the UAEG's political will to combat trafficking, citing (among other reasons) the economic importance of foreign labor.

-- 28K. No credible or verifiable cases of government involvement in trafficking have been reported. Based on prior criminal prosecutions of government officials, the UAEG would likely prosecute officials suspected of trafficking.

-- 28L. N/A.

-- 28M. Although some teenage girls are reported to have been trafficked for prostitution (likely having concealed their true age in visa documents), there are no reliable reports that the UAE is a child sex tourism destination or source. There are no reports of foreign pedophiles being arrested, prosecuted, convicted, sentenced, deported, or extradited. Child sexual abuse has extraterritorial coverage only if the victim or perpetrator is a UAE citizen. If so, a perpetrator could be prosecuted upon return to the UAE.

Paragraph 29 -- Protection and Assistance to Victims

-- 29A. The UAEG provides assistance and protection to trafficking victims, including repatriation assistance. Public hospitals provide counseling. Nonetheless, the UAE used deportation as a solution in some cases of labor disputes; we have no evidence that these disputes involved a TIP dimension, although that is possible.

In 2005, the government established a Social Support Center near Abu Dhabi for child camel jockeys awaiting repatriation and coordinated with UNICEF to care for and reintegrate them in their home countries.

This UAE - UNICEF partnership, with funding of USD 9 million, provides assistance to these children through May 2009. On November

ABU DHABI 00000382 010 OF 016

26, 2007, the UNICEF representative in the Gulf area lauded the UAE's efforts to deal with the camel jockey issue in a humane way that has been recognized internationally.

In the Abu Dhabi Emirate, social support centers provide physical and mental health services to trafficking victims. In the Sharjah Emirate, the Higher Family Council provides similar health services. In Dubai, the Dubai Police Human Rights Care Department, Victim Assistance Unit, provides counseling, medical care, financial aid, and travel assistance. Each Dubai police station is staffed with a human rights care officer and a social worker/counselor from the Dubai Police Human Rights Care Department. Post does not have statistics indicating how many victims used any of the above services over the reporting year.

-- 29B. The UAEG encourages victims to come forward in order to receive assistance. On December 4, 2007, the Dubai Police Chief publicly advised any woman who had been duped into prostitution or anyone with information on traffickers to contact the police. He stressed that callers would be protected.

The embassies of the Philippines, Sri Lanka, and Indonesia sponsor shelters for abused and/or trafficked domestic employees, with cooperation from the UAEG. Notably, one NGO-sponsored women's shelter operating in Dubai received referrals from the Dubai Police.

On July 8, 2007, Sheikh Mohammad Bin Rashid, Vice President and Prime Minister of the UAE and Ruler of Dubai, issued a law establishing the Dubai Women's and Children's Charity Foundation (DWCCF) to care for female and minor victims of physical and psychological abuse. This foundation provides shelter, healthcare and psychological counseling to help victims reintegrate into society. The Dubai Women's Shelter, operating under this foundation, is funded by the Government of Dubai. According to data provided by the shelter (through the National Committee to Combat Human Trafficking), the facility received 28 suspected victims of trafficking between October 2007 and March 18, 2008. Among these cases, 24 were adults and four were minors (under 18 years of age). At least three were reportedly rehabilitated and repatriated to Uzbekistan by the end of 2007. As of March 18, 2008, the shelter housed 14 identified trafficking victims (10 adults and four minors of the following nationalities: Indonesia, Kazakhstan, Moldova, Uzbekistan, Bangladesh, India, Nigeria, and "unknown") among a larger shelter population of persons not identified as having been trafficked.

On December 10, 2007, the National Committee to Combat Human Trafficking visited Dubai's first official shelter, funded by the Government of Dubai and run by the DWCCF, to learn about the shelter's goals and services. This foundation has received official approval to shelter domestic violence victims. The foundation's director described the foundation as an "independent civil society institution in the UAE that deals specifically with women and children victims of human trafficking, violence, persecution and neglect." She added that the foundation will "protect the rights of women and children by offering a safe environment where their rights will be protected." She mentioned that the foundation helped victims originating from Asia, Europe and Africa. The Foundation collaborated with the International Organization for Migration to assist in victim repatriation.

March 2008 press reports indicated that a number of former residents of a private shelter run by an Emirati-American activist for the past several years have accused that activist of exploiting women and children in the shelter's care; the chairman of the DWCCF voiced similar concerns in the press reports. The activist has denied all charges. This dispute undermined what should have been a cooperative effort to upgrade the overall quality of sheltering services in Dubai. U.S. consular officials have worked successfully in the past with the private shelter to assist at-risk Americans, and

ABU DHABI 00000382 011 OF 016

have seen no evidence of abuse of shelter residents.

On January 13, 2008, the Red Crescent Authority, in collaboration with the National Committee to Combat Human Trafficking, announced the future opening of an Abu Dhabi shelter. On February 26, 2008, UAE Deputy Prime Minister/Chairman of UAE Red Crescent Authority, Sheikh Hamdan bin Zayed, issued a decision to establish shelters across the UAE for female and child trafficking victims. The shelters will be managed by a corporate body with financial and administrative independence, operating under the auspices of the Red Crescent Authority.

-- 29C. The Government provides funding for most local social service organizations (which tend to be loosely government-affiliated and are not in the strict sense NGOs) and works with foreign NGOs to assist trafficking victims. Authorities regularly work with source country NGOs to assist with repatriation efforts.

In February of 2008, the UAE delegation to the Vienna Forum on Human Trafficking conducted discussions with senior government and UN officials, NGOs, and international experts on human trafficking. While there, the delegation initiated partnerships for exchanges and capacity building. Moreover, the UAEG donated USD 15 million to the UN Global Initiative to Fight Human Trafficking and provides financial aid to UN and other voluntary organizations dedicated to anti-TIP efforts.

-- 29D. Immigration authorities claim to employ methodical screening criteria to identify victims, primarily sex workers, prior to entry into the UAE. Questions about how one obtained a UAE entry visa and what relationship one has with his/her visa sponsor form part of this screening effort, which looks for inconsistencies in information. Questionable cases are forwarded to officers specialized in screening for TIP crimes. Immigration authorities also screen for valid family relationships regarding women and children. Usually, children are required to be accompanied by parents or immediate family members. Single women under 25 years old are often expected to be accompanied by an adult male family member.

Dubai police report that they screen for victims. Women who claim they are sex trafficking victims and are willing to cooperate with police are housed in hotels at police expense until the completion of the trial(s) of the trafficker(s). These victims are under police protection while in Dubai. During the reporting period the UAEG continued to train immigration and law enforcement personnel to enhance capacity for screening victims.

-- 29E. N/A.

-- 29F. Victims' rights are generally respected, once and if they are identified as victims. Victims who agree to testify against their traffickers are afforded housing and employment. However, police reported that victims often choose immediate repatriation rather than testifying against their traffickers. Dubai police reported that prosecutions were common when victims did testify.

Police do not arbitrarily detain, imprison, or deport sexual abuse victims. Working with foreign governments and NGOs when appropriate, the UAEG repatriates victims at the UAEG's expense, under the crime victim assistance program.

Dubai police do not necessarily waive prosecution for women who may eventually become victims of trafficking after entering the UAE on their own volition to engage in prostitution. If an individual entered the UAE to engage in prostitution, in violation of UAE immigration law, police may question whether prosecution should be waived only because the individual was later victimized. Dubai police officials have stated that women may claim to be trafficked to avoid prosecution.

ABU DHABI 00000382 012 OF 016

-- 29G. Police report that they advise sexual abuse and trafficking victims of their rights and encourage witness testimony. Victims may

also file civil suits for damages. Foreign diplomats indicate that victims have been permitted to give sworn testimony and to leave the country before judgment was rendered. The Dubai Police, in coordination with CID, attempt to persuade women who they believe are victims of trafficking to assist in investigations and prosecutions. As stated earlier, in Dubai, victims are housed in hotels, not prosecuted, and returned home at government expense if they participate in the prosecution of the traffickers.

Victims of labor trafficking are referred to the Ministry of Labor to file a complaint through formal labor resolution channels; this does not apply to domestic workers who are not covered under the labor law. Domestic workers may file criminal complaints for abuse, or may seek Ministry of Interior assistance in changing sponsors. Source country labor attaches reported that domestic workers seldom filed civil cases against abusers, and were content to simply change sponsors or return home. There were no reports of victims having their access to the courts blocked or discouraged by government officials.

The UAEG reported that it advised victims of their lawful rights, put offenders on trial to protect the victims, forwarded all TIP cases to judicial authorities to seek justice, created social support centers in police stations to assist victims in liaising with relevant entities, offered tailored training courses for staff dealing with TIP victims, sought to learn different languages used by TIP victims, and analyzed the environments in which TIP victims are exploited.

-- 29H. The government protects individuals identified as trafficking victims and witnesses. The quality of shelter facilities is not uniform (and too few currently exist to accommodate the full demand). The UAE Red Crescent Society has announced plans to build shelters throughout the country.

UAE Code of Criminal Procedures Articles 14 and 22 provide for legal assistance for victims. Authorities have worked with international NGOs and source country embassies and consulates to provide shelter for trafficking victims. Over the reporting year, hundreds of victims have been assisted by each of the shelters run by the Embassies of the Philippines, Sri Lanka, and Indonesia. Police departments claim to shelter victims in hotels and non-prison facilities. The UAEG does not operate a safe house system. Post does not have data on costs incurred by the UAEG to shelter victims.

-- 29I. The UAEG has implemented programs to sensitize law enforcement and immigration officials on the subject of trafficking in persons, as well as practical training techniques to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year. According to the UAEG, UAE embassies abroad collaborate with international organizations to combat TIP.

The UAEG senior leadership repeatedly asked the USG for training, information, and opportunities that would further their efforts to combat trafficking in persons, and help law enforcement officials, prosecutors and judges to better identify, investigate and prosecute trafficking in persons cases. The police asked if the USG could provide training, and seemed genuinely eager for such training. Authorities in Dubai and other emirates said they are trying to pressure Central Asian states to interdict women, trafficked or not, traveling to the UAE for prostitution. Dubai police asked if the USG could also pressure those countries.

Other sections of this report address the wide variety of UAEG training programs designed to sensitize law enforcement and other officials.

ABU DHABI 00000382 013 OF 016

On December 16, 2007, the Ministry of Interior hosted a workshop for two days about the compensation and repatriation of the children who worked as camel jockeys. Representatives from Pakistan, Bangladesh, Mauritania and Sudan presented reports about the mechanisms used by their governments to spend the money allocated by the UAE for the camel jockeys' compensation and rehabilitation.

-- 29J. There were no reports of UAE nationals being trafficked outside of, or within the UAE. Considering the UAEG's record of numerous services provided to citizens at little to no cost, it is expected that the UAEG would provide generous assistance to repatriated UAE nationals who were victims of trafficking, if such a situation were to occur.

-- 29K. The Government cooperates and coordinates with NGOs and international organizations in providing assistance to trafficking victims, as cases come to its attention. It also proactively encourages international cooperation on the official and NGO levels, recent examples of which include the January 2008 labor conference at which representatives of both sending and receiving countries (those which supply and those which employ transient laborers) were invited, along with NGOs. The UAE Ministry of Labor specifically asked the USG on the margins of that conference to help facilitate creation of an international NGO that could help address the complex issues associated with transient labor; the UAEG clearly recognized the need for and sought cooperation with capable international organizations, whether NGO or government affiliated.

Another strong example of UAEG encouragement and facilitation of broader international cooperation against TIP was the February 2008 UN.GIFT conference in Vienna funded by a donation of \$15 million from the Abu Dhabi Crown Prince. The UAE delegation leader, who is also head of the National Committee to Combat Human Trafficking, asserted publicly at that conference that: "The donation was made out of the UAE's firm belief that the creation of a forum for other countries, multiple UN agencies, intergovernmental entities and the non-governmental sector all working together under a single banner would lead to unprecedented cooperation by the international community. My delegation and I look forward to learning from the experts gathered here and to sharing our experiences." He cited the centrality of international partnerships to the UAE's anti-TIP action plan (one of the plan's four pillars) and emphasized that "no country or region acting alone can put a stop" to TIP; he encouraged agreements between the UAE and NGOs in source countries.

Other examples of UAEG support include assistance to UNICEF, the Pakistan-based Ansar Burney International Welfare Trust, the Bangladesh National Women's Lawyers Association, the IOM, The Protection Project, and others (including small source country NGOs).

Some of these linkages were utilized to great affect in the camel jockey repatriation effort, which the UAEG described as "joint efforts with national institutions and NGOs to better provide these victims with medical care, social counseling and education." Cooperation is also ongoing with a Moldovan NGO to seek ways to combat TIP.

Paragraph 30 -- Prevention of TIP

-- 30A. The UAEG acknowledges, forthrightly and publicly, that trafficking in persons is a scourge it seeks to combat. UAEG senior leaders have noted repeatedly that this global crime must be addressed for humanitarian as well as national security reasons. UAEG officials recognize that a failure to attack any type of organized crime opens the country to organized crime in other areas, such as drugs or weapons smuggling. Nonetheless, some officials still draw a distinction between those trafficked and those entering the country voluntarily; the nuances of trafficking, and coerced decisions attendant to otherwise "voluntary" travel to the UAE, are not always clear. Workers who entered the country voluntarily or

ABU DHABI 00000382 014 OF 016

have a valid labor contract are not uniformly recognized as vulnerable to trafficking. During the reporting period the UAEG sought to sensitize more officers to the nuances of trafficking.

-- 30B. Public statements by senior UAE officials highlighting the TIP phenomenon and condemning its perpetrators are frequently featured in the English and Arabic UAE press. These government efforts reach virtually the entire news-reading public. The government actively encourages businesses to facilitate informational sessions for new workers to ensure that they are aware of their

rights and know where complaints can be filed. The anti-TIP committee has published and distributed pamphlets addressing the phenomenon of TIP and highlighting UAEG laws and actions taken to combat TIP.

The publicity value of the February "UN.GIFT" conference in Vienna was also significant in increasing awareness of the TIP problem in the UAE and the region. Additionally, the UAE hosted a first-ever gathering of labor ministers from labor sending and receiving nations in January 2008 to stimulate dialogue between source countries and employers. Efforts to streamline the contracting process, ensure timely payment of wages, and generally strike a favorable balance between supply and demand for labor in the booming economies of the Gulf, were clear priorities of the UAEG during the reporting period.

In 2005, a new Dubai labor committee announced the establishment of a website and 24-hour labor complaint hotline within the Dubai Police Department. Both the website and hotline allowed domestic workers and laborers to lodge complaints which would then be investigated expeditiously. In order to make these mechanisms known to the labor community, the committee launched a \$540,000 public awareness campaign including television and print ads in addition to pamphlets and brochures delivered to worksites and airports.

-- 30C. The UAEG works with foreign embassies, consulates and ministries, and source country NGOs, to provide shelter and assistance to victims and facilitate their repatriation, as well as to stop the flow of trafficking victims at the source before they reach the UAE. The UAEG has a good working relationship with the local branch of the UNDP and seeks improved regional cooperation on labor-related issues. At a January labor conference the UAE Ministry of Labor specifically requested U.S. assistance in facilitating NGO activity in the field of transient labor and related humanitarian issues.

The Dubai Human Rights Care Department has worked with a number of source country and U.S.-based NGOs. The Abu Dhabi Police College has worked with the International Organization for Migration, Amnesty International, and Interpol to develop its anti-TIP training programs. In close coordination with UNICEF, the government established social support centers in the UAE and in source countries to provide for the care and repatriation of children identified as trafficking victims in the camel racing industry -- more than 1,077 children were repatriated in 2005 and 2006. In December 2006, the UAE expanded the assistance programs provided in source countries to allow all former underage camel jockeys who had worked in the UAE to receive assistance and continues to follow up that program through UNICEF, NGOs, and diplomatic missions representing the countries in question. Facilitation of the UN.GIFT conference in Vienna was another example of UAEG coordination with key international players.

Between July and December 2006, the UAE signed agreements with five labor-exporting countries: Nepal, India, Pakistan, Bangladesh, Sri Lanka, to regulate the workforce flow. Agreements with China, Thailand, and the Philippines have also been signed. The goal is to prevent unscrupulous private recruitment agencies from offering laborers false contracts or inflated salaries that will differ from the actual conditions of employment. The UAEG seeks increased cooperation with NGOs to exchange data and expertise in the field of labor migration.

ABU DHABI 00000382 015 OF 016

The government-funded UAE Red Crescent Authority, an affiliate of the International Federation of the Red Cross and Red Crescent Societies, announced in January and February 2008 that it will open shelters for victims of human trafficking in the Emirate of Abu Dhabi and elsewhere in the UAE. A shelter run by the Dubai Women and Children's Charity Foundation was established in 2007.

-- 30D. The various departments of Immigration, Naturalization, and Residency reportedly keep statistics on immigration and emigration, and have identified patterns for evidence of trafficking. In response to this information, the government does not permit single women under 21 to enter the UAE without legitimate visas, and the travel documents of women under 30 undergo particular scrutiny.

Children from identified source countries must have their own passports, even though those countries may allow children to be endorsed on a parent's passport. This measure ensures that each child has a visa in individual travel documents.

Both federal and emirate-level immigration authorities are responsible for controlling the influx of people at the country's international airports. Immigration authorities regularly conducted training to detect fraudulent documents, often used by trafficked persons, for arrival and departure inspectors. The Armed Forces are responsible for guarding and monitoring the UAE's coast and land borders. Border guards have the legal authority to stop and inspect individuals at the border or points of entry, especially if there is suspicion of illegal activity. The UAE is erecting a fence barrier that will run for roughly 525 miles along its land borders with Oman and Saudi Arabia, in an effort to curb land-based smugglers and illegal immigration. In 2000, the MoI's Department of Naturalization and Residency created a central operations room including an integrated federal data center to track the arrival and departure of individuals in the Federation's seven emirates. In 2003, the UAEG instituted the use of iris recognition scans to add biometrics identification information to its databases, to better monitor migration and combat document fraud by visitors and illegal immigrants, some of whom are trafficking victims. Using this technology, UAE immigration authorities have stopped over 30,000 potential illegal immigrants, some of whom were likely trafficking victims. The database contains approximately four million iris scan results, including the results of over 300,000 illegal immigrants and convicts who have been deported.

-- 30E. The government coordinates its trafficking efforts through a national committee set up specifically to address the problem. The committee consists of members from various ministries, and is headed by a national coordinator who is currently Minister of State for Foreign Affairs. There is no anti-corruption task force, but several anti-corruption units have been established within the Abu Dhabi police department.

Meetings of the National Committee to Combat Human Trafficking take place almost monthly, often at the Presidential Court in Abu Dhabi. The Committee is authorized by Cabinet decree as the official UAEG conduit for international requests, inquiries, and delegations on issues related to TIP. It deliberated the mechanics of fielding such inquiries at its third meeting in July 2007, with the goals of consolidating federal and local data, raising TIP awareness through information campaigns, and conducting training workshops for police officers and public prosecutors on identification of TIP violations and treatment of victims.

In a subsequent meeting in September 2007, the committee highlighted the importance of a hotline and an e-mail mechanism to receive TIP complaints in the UAE, and scoped out six-month training plans. In October the committee issued a paper summarizing anti-TIP goals and programs, and planned field visits to review TIP activities (including a senior level visit to the official shelter in Dubai). The November committee meeting addressed training of federal and

ABU DHABI 00000382 016 OF 016

local law enforcement officials as well as training of Ministry of Justice and Interior officials. Training topics discussed, and identified in the press, included security risks associated with TIP, human rights aspects of TIP, investigation methodologies, and TIP-related data collection.

The committee chair, who holds cabinet rank, led the UAE delegation to the February 13-15 UN.GIFT conference in Vienna that was largely funded by the Abu Dhabi Crown Prince. The committee coordinated UAE participation. The committee also reviewed in February the four-pronged UAE strategy to combat human trafficking through legislation, focused law enforcement training, support to victims, and international cooperation.

-- 30F. The standing National Committee to Combat Human Trafficking is the focal point for coordinating national action against TIP and involves at a minimum the Ministries of Foreign Affairs, Interior, Justice, Labor, Social Affairs, and Health, along with State Security

and the UAE Red Crescent Society. All participant agencies were involved in formulating the four key goals of the plan, which include stronger legislation, focused training for law enforcement officials, provision of support to victims, and promotion of international cooperation. The plan is articulated in somewhat more detail by the Committee chair through his regular media interviews.

-- 30G: Stating its strong desire to minimize demand for a commercial sex trade, which the UAEG views as "enforced labor" illegal under the UAE constitution, the UAEG conducted raids on suspect locations. At least two popular clubs in Dubai that were associated with prostitution were closed in 2007. In a conservative society which decries non-marital sexual activity (which is subject to criminal penalty), the UAE strongly discourages prostitution and applies legal means to pursue offenders. That said, the UAE is extremely tolerant of foreign populations in its midst and some officials dismiss prostitution as a crime limited to the non-Emirati community. One cannot accurately estimate the magnitude of the problem.

Procedural notes

13. (SBU) POC for this report in Abu Dhabi is A/DCM Al Magleby, (tel +971-2-414-2490 and fax +971-2-414-2639). Hours spent on the report (including time lost in sorting out how to economize the use of information in last year's report and finding that the questions had been rearranged without apparent reason), included over 50 hours by a locally-employed political assistant, 60 hours by FS-03 officers, 30 hours by an FS-01 officer, and 5 hours by FE-OC officers. Hours spent investigating and reporting on the TIP phenomenon were significantly higher. A more streamlined and focused list of questions, in the same order from year to year, would help cut down on time consumption.

QUINN